

The George Washington University
School of Government

U.S. Navy Graduate Comptrollership Program

FIRST LINE SUPERVISION, KEY TO BETTER MANAGEMENT

For
Seminar in Comptrollership
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FIRST LINE SUBSTITUTION, NOT TO BETTER MANAGEMENT

For
Subject in Government
U.S. Army Center

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CHAPTER I

INTRODUCTION

In today's world of business and government there is a constant clamor for doing things better. In government one constantly hears that the cure-all is more "business in government". Yet, in my opinion, when one turns to business and looks inside there is inefficiency, unrest, and dissension. To combat these ills top management talks about such things as communications, human relations, internal controls and many other panaceas.

In the classrooms of the graduate business schools students are armed with the weapons of controllers and management engineers. They learn how the many facets ^{of} these professions provide the information and controls to permit top management to hold the business together and insure profits. Granted that to a degree some of this is necessary, nevertheless it is an "ulcer diet" for management.

If business and government continue to look over and beyond the ranks of first line supervisors for the answers to their problems then controllers and management engineers must continue to scheme and devise better ways of management by remote control. In nearly every instance top management forgets that the management to the worker is the first line supervisor and that all of the management techniques and gimmicks are interpreted to workers through this echelon of supervision.

Probably nine-tenths of the leadership the average employee receives comes from his immediate superior. To most employees this supervisor is the "company". Employees usually assume that upper management approves or condones his actions, however good or bad these may be. The managements of business and government tell about the importance of the supervisor but the criticism directed against him by both management and labor provides the evidence that the foreman is the

weakest link in the management chain.

The chapters that follow are my efforts to learn something about this first echelon of supervision.

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CHAPTER II

WHAT IS SUPERVISION?

In the past supervision has been commonly referred to as an art. Today there is enough evidence in existence in our society to classify supervision as a profession. In order to best understand this statement, what are the requirements of a profession? Accepted professions of long standing satisfy these three requirements:

1. Special knowledge which requires considerable study and effort to obtain.
2. Certain standards, both ethical and technical, to which members of the calling are expected to conform and usually do conform.
3. A calling not purely commercial in that service to some cause or ideal is put higher than solely financial gain.^{1/}

Can we measure the supervision of people to these requirements?

Since a thorough understanding of human nature and a knowledge of the techniques of supervision are essential to success and these in turn are normally obtained through considerable effort and study, most certainly the first requirement has been met.

For the second requirement it can be claimed that standards and codes for supervisors are becoming quite common to our business scene in both government and private enterprise. The practice is spreading and these standards and codes are being lived up to more and more.

For the third requirement the question must be raised: is service to the persons under our supervision, and our loyalty to them, higher than mere financial gain? In some instances yes and in others no,

^{1/} George D. Halsey, Supervising People, New York and London, Harper & Bros., 1946, p. 7.

In the past, the government has been somewhat reluctant to do so. Today there is much evidence in existence in our minds to clearly demonstrate a responsibility in action to help maintain the economy. And for the purpose of a program, the government is now showing a little more than before.

1. Special knowledge with respect to the situation and effort to obtain.
2. Certain knowledge with respect to the situation and effort to obtain.
3. A certain knowledge with respect to the situation and effort to obtain.

Can we measure the responsibility of people to the government? There is a certain knowledge of the situation and effort to obtain. The results of the government are measured in terms of the results of the government. The results of the government are measured in terms of the results of the government.

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For the third responsibility, the results may be measured. The results of the government are measured in terms of the results of the government. The results of the government are measured in terms of the results of the government.

George D. Brown, President, New York and London, 1940s.

but it must be remembered that the majority of our time honored professions have also compromised rigid adherence to this third requirement to a rather large degree. With this in mind, it is fair to say that the third requirement has been embraced.

Probably the most interesting definition of supervision has been constructed by George Halsey^{2/} who has the following to say:

<u>WHAT</u>		<u>HOW</u>	<u>PURPOSE</u>
Supervision is:	Selecting	Fairly	Skillfully
	Interesting		Accurately
	Teaching	Patiently	Intelligently
	Measuring		Enthusiastically
	Rating		Completely
	Correcting	Tactfully	
	Eliminating		
	Commending		
	Rewarding		

Supervision is real skill in sound and logical thinking, fair and considerate feeling toward people and a sympathetic understanding of those subordinate. It is not a costume that one puts on and off at will but is a possession of certain qualities of body, mind, feeling and character which must be developed by training and discipline -- not by acting.

^{2/} Halsey, op. cit., p. 6.

1. The first step is to identify the problem or goal. This involves understanding the current situation and what needs to be achieved.

These are potential and not actual values, and are subject to change.

CHAPTER III

DESIRABLE SUPERVISOR QUALITIES

In any program of selection or training of supervisors the first question which must be answered is what qualities, such as traits of personality, aptitudes, knowledge, and skills are desirable for success in performing the duties of a supervisor?

A tabulation of the qualities required for successful performance of each of the essential duties seems to point to certain qualities as those most needed for success. These are as follows:

Health

Regular attendance, ability to work long hours over a considerable period of time, sustained enthusiasm, a disposition not easily upset. Good health plays a role in all of these.

General Intelligence

An alert mind, capable of solving problems and of working out new ways to achieve desired results when the accustomed ways are made impossible or impracticable is an essential qualification.

Human Relations Intelligence

For success, any supervisor must be able to visualize what the effect of various courses of action he may take in endeavoring to meet a given situation will be on the feelings and actions of his employees, and he must be able to select the course which will accomplish the desired result with the least friction. He must have the ingenuity in human relations to be able to devise, and the tact and skill to carry out, new methods to meet unusual problems in dealing with employees.

Tact

Includes the faculties for knowing not only what to do, but doing it regularly and consistently. It is a combination of "human relations intelligence" and several other qualities, and it is this effective

It is not possible to predict the results of the study.

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combination which is essential to successful supervision.

Ability to Teach

Every supervisor engages in teaching for a large part of the time and he must do this part well or he is not a good supervisor. Through teaching the supervisor imparts to others the knowledge and skill he possesses and multiplies his own power of accomplishment. Good teaching also largely eliminates the need for correction and discipline.

Initiative

Initiative is the capacity for assuming responsibility and for starting and doing things, and the ability to carry through an undertaking without requiring too much detailed supervision. It requires a combination of courage, self-confidence and decisiveness. The courage is that quality of mind which enables one to meet dangers or difficulties with firmness and without wavering. The self-confidence is faith in one's own strength or powers, the belief in one's ability to do successfully the job he has undertaken. The decisiveness is action in a decided way and the support of his decision with a confident and courageous attitude.

Thoroughness

Thoroughness is the painstaking attention to detail, the making of a plan and sticking to it, the careful gathering of all pertinent information before making a decision and the setting up and using of records and systems so that nothing important is forgotten.

It is probable that this quality is more essential to the success of the supervisor than any other.

Courage

It requires courage to be honest and courage to be frank. It also requires courage to admit a mistake.

There is a general feeling of dissatisfaction with the present state of affairs in the country. The people are tired of the present government and its policies. They want a change and a new government that will represent the people and their interests. The present government has failed to do this and has only brought about poverty and suffering for the people.

CONCLUSION

The present government has failed to do its duty to the people. It has not brought about the reforms that were promised and has only brought about poverty and suffering. The people are tired of the present government and its policies. They want a change and a new government that will represent the people and their interests. The present government has failed to do this and has only brought about poverty and suffering for the people.

RECOMMENDATIONS

It is recommended that the present government should be replaced by a new government that will represent the people and their interests. The new government should bring about the reforms that were promised and should work for the welfare of the people. It should also work for the unity and independence of the country.

APPENDIX

It is recommended that the present government should be replaced by a new government that will represent the people and their interests. The new government should bring about the reforms that were promised and should work for the welfare of the people.

Emotional Stability

Serving as an aid in the steady and consistent exercise of all these qualities is emotional control. Emotional control does not mean the elimination of or the complete curbing of feelings. The supervisor must have strong emotions and he may even have deep-rooted prejudices.

The measurement of the degree of emotional control experienced is not by how strongly a person feels on any subject, or by the justice and soundness of his feelings, but by how he acts -- by the extent to which his feelings are so restrained and directed that his actions are ruled by reason guiding his emotion; by the extent to which he prevents his personal likes and dislikes of people or his personal prejudices from influencing his decisions; by the extent to which he keeps worry of any kind from interfering with his work efficiency; by how calmly and with what good grace he takes well intentioned criticism, even though not tactfully made; and how little he allows some unpleasant or embarrassing incident to upset his equilibrium.

Enthusiasm

This is a state of mind that does not surrender readily to difficulties but overcomes them. Little can be accomplished in leading people without it. The enthusiasm though must be built on a firm foundation. This foundation must consist of genuine interest, knowledge and achievement.

Fairness

Fairness is the only safe foundation for any lasting success in supervising people. It is achieved only by much more than the wish and intention to be fair. It is only by careful and continuous watching to be fair in little things, supposedly unimportant things, that anyone can hope to achieve that high degree of intelligent fairness so necessary for success in supervision.

CHAPTER IV

SUPERVISOR RESPONSIBILITIES

Following a review of those qualities required for a good supervisor, let us examine a description of the typical supervisor's job to see what it is that he does that requires possession of those qualities.

The responsibilities to be considered are a composite of those found in private as well as government enterprise. These are as follows:

Selection of Employees

A generation ago, nearly all industrial hiring was done by the supervisor. Today hiring has been largely taken over by the employment office or the personnel department. This does not mean though that the supervisor should take no part in the hiring process. Since the supervisor is closer to the actual job, he usually knows the work better than anyone else. Therefore the supervisor usually interviews applicants before appointment and often makes final decision as to which of two or more applicants will be appointed. The supervisor almost invariably has the right to reject the employment office selection, even if he does not interview applicants before appointment. Thus the final responsibility for selection is the supervisor.

This requires an understanding of job requirements, ability to judge people, and freedom from emotional bias or prejudice.

Induction of Employees

The supervisor welcomes the new employee to the department, gives him some idea of "what it is all about", and arranges for his training.

This requires friendliness and tact, and an ability to plan a training program.

Training of Employees

Staff assistance is usually available, and supervisors are often

EXHIBIT 100-100000

Following a review of these exhibits prepared for a long
supervisor, let us examine a description of the exhibits
job to see what it is that we have that requires discussion of these
exhibits.

The responsibility to be maintained was a number of items
found in periods as well as numerous exhibits. These are as follows:

Section of Exhibits

A number of exhibits, nearly all individual exhibits, were found in the
exhibits. These exhibits are found largely below the supervisor's
office in the personnel department. This does not mean, however, that the
supervisor should take no part in the making of them. Since the supervisor
is chosen to the exhibit job, he usually knows the way to get them
ready also. Therefore the supervisor usually initiates exhibits
before appointment and often makes final decision as to what to do
or what exhibits will be appointed. The supervisor should usually
ask the staff to report the exhibits office and not to do
not to report exhibits before appointment. Then the staff responsibility
for exhibits is the supervisor.

This requires an understanding of the responsibility of the
staff people, and freedom from material and no material.

Section of Exhibits

The supervisor should be one assigned to the exhibits. This
is the staff of what is in the exhibits, and assigned to the exhibits.
This requires that the staff be able to do the exhibits in the
exhibits program.

Section of Exhibits

Staff exhibits are usually exhibits, and exhibits are often

given instruction in methods of teaching, but in many cases the supervisor is directly and completely responsible for the training of new and old employees. Job training as a rule is actually done by the supervisor or by skilled workmen directly under the supervisor. In many instances a certain amount of general training is done by a central training department, but follow-up and seeing that this training is carried over into practice is the responsibility of the supervisor.

This duty requires thoroughness, ability to teach, ability to plan, technical knowledge broad enough so that the trainee can be told reasons for each step, and enough job skill so that work can be demonstrated in a manner that will be desirable for the trainee to imitate.

Rating and Recommendation

All supervisors are required frequently to rate their employees. In some cases there is a formal employee merit-rating plan. In other cases the supervisor is merely asked for his recommendations with regard to promotions, salary increases, transfers, or lay-offs.

This duty requires keenness of observation, fairness, emotional stability, freedom from prejudice, and ability to weigh a number of facts and reach a conclusion which takes into account objectively all of these facts. Finally it requires courage, because in many cases employees will be resentful of a frank and truthful rating.

Correction and Discipline

The supervisor usually has full authority to administer correction wherever instructions are not being followed. If all methods of correction short of actual disciplinary action fail to accomplish the desired results, there are usually certain limitations on how far the supervisor may go in administering discipline without securing the approval of a higher executive. It is generally accepted practice that the supervisor does not have the power of outright dismissal without having

by the institution in regard to training, and in many cases the institution is directly and completely responsible for the training of new and old employees. Job training is a vital and necessary part of the institution or by skilled workers directly under the institution. In many instances a certain amount of general training is given by a general training department, but follow-up and special training should be given over time, and this is the responsibility of the institution.

The duty of the institution is to provide training, which is made of plan, technical knowledge, broad enough so that the worker can do his work for each step, and enough job skill to that work can be done. It is a matter that will be decided for the worker to decide.

Training and Development

All employees are required to receive training, and this is a fact. It is a fact that there is a general employee training plan. It is a fact that the supervisor is usually given the responsibility of the training of new employees, subject to the institution, or possibly, to the institution. This is a fact. The duty of the institution is to provide training, which is made of plan, technical knowledge, broad enough so that the worker can do his work for each step, and enough job skill to that work can be done. It is a matter that will be decided for the worker to decide.

Supervision and Control

The supervisor usually has full authority to supervise the work of the employees. It is a fact that the supervisor is usually given the responsibility of the training of new employees, subject to the institution, or possibly, to the institution. This is a fact. The duty of the institution is to provide training, which is made of plan, technical knowledge, broad enough so that the worker can do his work for each step, and enough job skill to that work can be done. It is a matter that will be decided for the worker to decide.

first secured the approval of a higher executive.

Handling of correction and discipline is probably the most difficult and complex of the supervisor's duties. It requires fairness, emotional stability, tact, courage, and an open mind capable of adjusting itself to changed conditions.

Grievances

It is one of the supervisor's primary responsibilities to handle his employee relations so that employees will take up with him all matters which are troubling them before these matters reach the stage of being grievances. For those which do reach this stage it is provided in most grievance plans that the first step is for the worker to present his grievance to the supervisor. It is the supervisor's responsibility to handle the matter in such a manner that the employee does not feel that it is necessary for him to go "higher up".

Morale

This is the bringing about of the condition which causes a feeling on the part of all employees that their department is the "best". In the finest sense it is not a separate duty but the combination and purpose of all the supervisory duties. Yet it should be considered separately, because sometimes a situation occurs in which each part of the supervisory job seems to be well done but the morale is low. Combining the parts into an effective whole is fully as important as doing well each part of the supervisory job.

This over-all doing of a good job of supervision calls for all the qualities previously mentioned, plus a skill in combining and using whatever qualities the supervisor may have so that a successful job of supervision is done.

Technical Operating Responsibilities

The supervisor is expected to be constantly alert to the possibility

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Conclusion

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of improvement in the method or product. It is his responsibility to make suggestions.

Probably the supervisor's most important duty and the one which is in reality a combination of all the supervisory technical and other duties is to see that quality and quantity standards for the output are always maintained and often exceeded.

Within the limits of his authority, the supervisor is responsible for the control of costs. In addition to seeing that each person does a "day's work for a day's pay", he can help keep costs down by planning vacations at dull seasons, by suggesting transfers and cooperating with other supervisors in transfers, and by suggesting time and material saving methods and devices.

Responsibility for Materials and Equipment

Many departments have expensive and delicate equipment which must be given proper care if it is to give good service. Some machines frequently require expert attention and adjustment. In many departments, too, the cost of supplies consumed is a considerable item of expense. Employees are often careless or ignorant and the supervisor must be constantly on the alert if the machines are to be kept operating efficiently and the supply expense maintained at a normal level. All this requires technical knowledge and skill, as well as a constant attention to detail.

Responsibility for Working with Other Departments

It is an important duty of the supervisor to see that his department is a member of the whole team and not merely an individual star. In almost any type of business, government or private, material flows from one department to another, and each can help the other. Petty differences between workmen in his department and those in other departments must be straightened out in a manner that protects the rights of his own employees but also decreases friction.

It is the policy of the Department of the Interior to provide for the conservation and proper management of the public lands and resources under its jurisdiction. This policy is based on the principle that the public lands are the property of the people and should be managed for their benefit and the benefit of future generations. The Department is committed to the responsible and efficient use of the public lands and resources, and to the protection of the environment and the interests of the people.

The first of these is the fact that the
 Government has been unable to secure
 the necessary funds to carry out its
 policy of maintaining the peace in
 the Middle East. This has led to a
 situation where the Government is
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1. The first of these is the fact that the Commission has not yet received any information from the Government of the United States regarding the activities of the Committee for the Liberation of the People of the East (CLPE) in the United States.

HUMAN RELATIONS IN SUPERVISION

Numerous researchers have established the fact that the attitude of supervisors has a direct bearing on whether a group ranked high or low in production.

The day of the master-servant relationship is over. Workers, like management, have certain basic rights, such as the freedom to join unions and to be represented by them without fear of reprisal; they have the right to be treated with respect as individuals and not to be treated as commodities to be bought and sold. Human understanding and a live regard for others' rights and for their dignity as human beings are the only weapons which bring peace and accord.

There is one fundamental conviction which top management must have or no sound human relations program can be successful. Top management must sincerely believe that the best way to increase production is to improve the workers' job satisfaction. Executives must recognize that the attitude of workers toward the supervisor and company spell the difference between poor and greater production. They must encourage all members of management to use the methods which improve morale and must back them up in all their efforts in making this a living policy.

Supervisors on the front line must carry the ball. For the lack of a better term, let's refer to this first line supervision as the foreman. He is most important and more than anyone else can change workers' attitudes. What he says and does represents company policy to the workers for he is the company in their eyes. The foreman, like the office manager, is the key man in nearly all human relations. He can prevent grievances and solve them before they become major problems. His prestige with the employees gets the job done and builds loyalty.

RELATIONSHIP IN SOCIETY

However, the relationship between the two is not the same.

of importance has a direct bearing on whether a group should be

for its production.

The key of the relationship is that, in every case, the

relationship, like certain facts, is not the same in all cases.

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Improved Communications

Management now realizes that in the past it has been indifferent to the opinions of workers. They also know that an informed work force is the best guarantee for successful and profitable operations.

Modern management embraces the premise that every employee has the right to know what the company does, how it does it, why it does it, and who benefits from it. This is recognition that employees have a vital interest in the company, because what it does affects their personal welfare. Workers who are informed how the contribution of their work fits into the products and activities of the company are more cooperative and efficient. Workers who have the same information as management will probably reach the same conclusion.

The main channel in all of this is the immediate supervisor, who must be kept well informed on current affairs. Management must be honest and frank on all kinds of information, even though this leads to the acknowledgment of mistakes and shortcomings. Supervisors who are thus informed find the workers' confidence in them increased by the very fact that they are well informed about the enterprise.

Getting current information from the top to the workers is but half the job. Workers and unions frequently complain that top management is not informed since they are surrounded by people who only pass on what they think executives will want to hear or that the truth is distorted while filtering through the various levels. To overcome this, top executives must have regular meetings and contacts with workers themselves and every opportunity should be used to sound out their views.

The day of company secrets is over. The problem of disseminating sound current facts and information is greater than one of just company morale. It is a problem which must be met in the entire community and in the whole nation, if our cherished free enterprise system is to endure.

management not realize that in the past it has been reluctant
to the point of view. They also have been an informed with some
to the best business for themselves and profitable operation.
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The day of company secrets is over. The problem of disseminating
sound material, facts and information is greater than ever of your company
wishes. It is a problem which must be met in the entire community and
in the whole nation. If our Government free enterprise system is to survive,

And the supervisor must carry the message. ^{1/}

Knowledge of People to Generate Harmony

When a man or woman is put in charge of a group of workers, he is faced with fundamental business relationships with his superiors, with his colleagues, and with his subordinates. To deal with them successfully, he should possess or acquire a sympathy with and an understanding of persons as individual personalities; a knowledge of how mental and emotional processes function, both in individuals and in groups; an actual or potential ability to get on with people; and finally, action patterns which translate his inner feelings and knowledge into effective action.

Good leadership requires careful penetrative thinking and it requires absolute self-control. These three traits: interest in and affection for people, power of personality, and a scientific trend of mind, may be said to be the outstanding requirements for supervisory success. ^{2/}

Many persons, successful in their dealings with others, have never analyzed their knowledge or activities, but they have continuously conducted themselves in an appropriate manner. However, only a gifted few know instinctively how to deal with others. Fortunately those with ordinary endowments of feeling and intelligence can go far to develop in themselves the capacities for effective human relations.

The most obvious thing about people is that they are all different.

^{1/} Willard E. Parker and Robert W. Kleemeier, Human Relations in Supervision, McGraw Hill Book Co. (New York, Toronto, London), 1951, p. 40.

^{2/} Henry E. and Mary C. Niles, The Office Supervisor, John Wiley & Sons, Inc. (New York, 1942, p. 55.

It means that we cannot treat everybody alike and expect the same results. The reason we have supervisors is to get things done through other people. The supervisor can't carry the load himself; he must delegate the jobs to others. The supervisor is the leader but cannot function without a comprehensive knowledge and understanding of the individuals who work with him. Practically everything a supervisor does is influenced directly by what he knows of his subordinates. He studies their behavior which is the dynamic expression of their personalities, so that he can work with them and they with him. Lack of confidence or enmity usually stem from the failure of people to understand each other. To understand the motives and behavior of employees, it is necessary to know why they act as they do; but to know this, it is necessary to know how they live and what forces have shaped their lives and personalities.

This means a knowledge of family backgrounds and early environments. By being reasonably familiar with the interests, educational background, childhood experiences, home life, social activities, needs and attitudes that make a man what he is, the supervisor knows what to expect from him and can use this understanding wisely in motivating him to use his many abilities.

There are two principal ways through which the supervisor can learn about his associates, by observing and by listening.

In observing, being an accurate witness is not an easy accomplishment. We are always influenced by our own experiences, which to a large extent determine how we interpret what we see. To be an accurate observer, one must try to eliminate personal bias as much as possible. This is known as observing objectively and means that insofar as possible, one should not permit his own opinions and preconceived ideas to interfere with his interpretation of what he observes.

Listening is a vital tool of supervision yet is one of the most

[illegible]

difficult practices to master. This is due in large part to feelings of self-importance and expression of ego. Listening has tremendous advantages. It provides a chance to study the attitudes of the talker and to find out what he really is thinking about and this provides time for the supervisor to decide on his own course of action.

So the modern supervisor must be something more than a casual observer or listener. He must be a practical psychologist looking and listening for the tip-offs in individual differences of workers. The better the understanding of human behavior, the better the supervisor.

Attitudes and Morale

Factors within a person affect his interpretation of the actions which surround him and the responses he makes to these actions. Attitude is of large importance among these factors. Attitude is an individual's predisposition to act in a certain way. This means that supervisors must know what workers are thinking in order to do the right things to bring about better job satisfaction. The worker's thoughts and opinions are expression of his attitudes and these, in turn, are dependent upon his needs.

High morale is one of the essentials for effectiveness in any organization. Good morale seems to be based upon a feeling of having an essential part, although perhaps a small one, in an organization that is worthwhile. This must be accompanied by a feeling of competence to fill one's part and the assurance that one's supervisor is willing and able to help and has one's true interest at heart.

The first line of supervision bears the brunt of developing the interest and cooperation of the worker which develops morale. The supervisor's job is a salesman's and the product is an idea, an attitude, a goal. The supervisor's behavior must reflect what he sells. He must follow the goals he wants others to accept and believe the things he wants others

[illegible]

to the extent that the Commission is not in a position to make a final decision on the matter, it is recommended that the Commission should continue to monitor the situation and report to the Council on the progress of the investigation.

Entered as second-class July 16, 1879.

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The first line of a descriptive paragraph is usually the topic sentence and is placed at the beginning of the paragraph. It is a statement which expresses the main idea of the paragraph. The rest of the paragraph is made up of sentences which give details and support for the main idea. These sentences are called supporting sentences. They are usually placed in the middle of the paragraph. The last sentence of a paragraph is usually a concluding sentence. It is a statement which summarizes the main idea of the paragraph and is placed at the end of the paragraph.

to believe.

All of the dollars in the world cannot buy good morale. Its very essence is participation and the job of supervision is to make every worker feel that he is a real participant in achievements of the enterprise. Anything which encourages a sense of belongingness makes a real contribution toward morale building and this proper consideration of the worker as an individual inevitably leads to better production or service as the case may be.

ALL of the efforts to date have been aimed at creating a

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to the same effect as the above.

Enclosed for the Bureau are two copies of a letterhead memorandum dated and captioned as above.

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CHAPTER VI

SUPERVISION IN CIVIL SERVICE

This chapter brings to light those certain phases in governmental supervision that have no counterpart in the supervision of private enterprise. There is no question that the successful supervisor of civil service employees must have an understanding of supervisory techniques that are foreign in many respects to the supervisors in an organization that functions under private ownership.

This difference in methods of supervision is due to the unusual administrative framework within which the governmental supervisor must function and particularly to the unique situation that arises when the subordinate has been selected, and is employed, under civil service regulations.

Selecting Personnel

In some governmental organizations there is a tendency on the part of supervisors to consider their responsibility for selecting new personnel as negligible. They argue that the civil service system of employment relieves them of this responsibility of selection. This is true to a certain degree for the supervisor never interviews any applicants who are not qualified for the particular position by the rules of Civil Service. Therefore, it is true that some applicants are eliminated by the intricacies of civil service who otherwise might be exceptionally well qualified from the supervisor's standpoint of ability to get the job done.

There are also those occasions in times of great labor shortage, caused by lagging salary rates between the government and private enterprise, that the governmental supervisor has less opportunity to choose the new members of the working force. There is also the problem during periods of greater selectivity whereby the high scorers (persons with exceptional

CONCLUSIONS TO BE DRAWN

The subject of this report is the question of the

responsibility of the Government in the

administration of the Government.

It is the duty of the Government to

provide for the welfare of the people.

The Government is responsible for the

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ability) on civil service exams for jobs with little advancement opportunities will have to be selected. Invariably dissatisfaction will result in these situations. Many private corporations have long since adopted the policy of disqualifying applicants who make high scores on low grade jobs.^{1/}

Discipline

Discipline in the governmental organization usually is less in direct evidence than in the private corporation. This difference is at present showing a great decline with the strong restrictions appearing in union contracts with private business regarding disciplinary measures and offenses that are subject to discipline. Actually such a practice approaches those long found in federal government levels, where offenses and limits of punishment are prescribed.

Discipline in a civil service organization is often a matter of viewing the cooperation of subordinates and securing their liking to a degree not usually considered necessary in the supervision of employees in private industry.^{2/}

Unique Features of Governmental Supervision

The universal methods of governmental supervision previously referred to in this chapter have been developed through experience and are based on the necessity for getting results from a working force that cannot be coerced.

The most independent group of workers in this country are those employed under civil service. And when, as so often is the case, these

^{1/} Alfred M. Cooper, Supervision of Governmental Employees (McGraw Hill Book Co., New York and London, 1943), p. 33.

^{2/} Ibid., p. 37.

While we will review cases for the 1934-1935 season
operational will have to be decided. Generally, however,
will result in lower efficiency. The review of operations for 1934
also shows the policy of maintaining the same level of
operations as last year.

Objectives

Objectives in the Governmental organization usually are based on
direct experience with the private enterprise. The difference is
in the extent to which a great deal of the same experience
operates in which contacts with the business world are necessary
and often are subject to change. In the private enterprise, the
practice of operations is based on the same principles, but
often and more of the same principles are involved.
Objective in a small business organization is often a matter of
giving the cooperation of the business and the government in a
degree not usually necessary in the private enterprise.
In private industry.

Objectives of Governmental Organization

The primary objective of governmental organization is usually
to the extent to which the government is able to provide
on the necessary for the business world a working force that
is needed.
The most important group of workers in this country are those
employed under other than the government, and when, as is often the case, they

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workers are also members of labor unions, the situation from the standpoint of those who must direct the activities of these people becomes increasingly difficult. The average supervisor in a governmental organization appreciates this problem and prepares himself to cope with it.

For example, while it is theoretically possible to discharge any civil service employee for just cause, actually the supervisor involved soon discovers that there is much more to securing this employee's discharge than preferring charges against him. Whatever the charges, various hearings must be held at separate levels of review, including appeals to the Civil Service Commission. During this process the employee may be represented by counsel, who will exert every effort to prove that the supervisor involved is inefficient, incompetent, and dishonest.

In addition to this there must be faced the conventional and traditional attitude of the members of hearing bodies and the commission. These people are usually determined that every civil service employee receive entirely fair treatment from the supervisor at all times and are inclined to bend over backwards toward the employee when rendering a decision. This practice has the effect of increasing the security of the civil service employee in his position while exasperating the conscientious supervisor who finds himself saddled with an employee who rightly deserves to be discharged.

Such proceedings serve to place the supervisor on trial rather than the employee and this tends to cause supervisors to move very slowly in taking drastic action. Under the circumstances no one can blame the civil service supervisor for being quite hesitant in the preferring of charges against an employee.

This situation leads to the intolerable practice of transferring unsatisfactory employees to other departments in lieu of preferring severe charges. As a rule this practice of passing the misfits around

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does little to relieve the situation but it does pose a challenge to the supervisor that is seldom known in private industry. That challenge is the act of successfully converting the worthless employee into a valuable asset. As unions grow in strength, this same problem will arise more and more to challenge the supervisors of private industry.

There is a small building on the left side of the road, which is the only one of its kind in the area. It is a simple, rectangular structure with a flat roof and a small porch. The building is made of brick and has a few windows. It is surrounded by a low wall and a small garden. The road is paved and leads to a small parking area. The area is mostly flat and open, with some trees in the distance. The sky is clear and blue.

... ..

CHAPTER VII

CONCLUSIONS

Because of his position at the bottom of the management hierarchy, the first line supervisor often feels that he is the forgotten man. He rarely participates in the making of decisions or the determination of policy, and often is not well informed as to the why and wherefore of such decisions. All too frequently he knows only that management has decided to do thus and so and, in many cases, expects him to put the decisions into action. While theoretically his ideas or sentiments are communicated up the line and are taken into account when management makes decisions, he knows that actually they only get through to the top in a very hit-or-miss manner and rarely influence decisions on policy. Certainly he almost never has the satisfaction of communicating them directly and seeing that they are actually considered. Of course, management occasionally makes the gesture of consultation, but usually all it amounts to is a get together after a decision has been made. Such meetings are often thought of as an attempt to "sell" the supervisor on management's decisions rather than as an honest attempt to let them join in making the decisions.

All this does not mean that first line supervisors necessarily think that they are qualified to make the decisions which top management must make. They do, however, often feel that, while top management often talks of them as being part of management and expects them to identify with the interests of the company and of top management, it does not make them feel that they really belong. They feel that they are expected to take whatever is handed down to them from above no matter how arbitrary it may seem to them nor how difficult it may make their jobs.

And yet the leaders of private industry and top officials of government both agree that good supervisors are a requirement for profit or for service. Still the true significance of the full value of excellent first line supervision has not been grasped. Management has failed to understand that the relationship between employee attitudes and group productivity is not nearly so significant as the relationship between supervisory attitudes and group productivity.

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